

Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 DEAE-00 CIAE-00 INR-11 IO-14 JUSE-00

NSAE-00 RSC-01 SNM-02 SY-04 TRSE-00 USIA-15 NSC-07

SCI-06 OMB-01 EURE-00 AID-20 IGA-02 L-03 EA-11 ARA-16

NEA-14 AGR-20 DODE-00 HEW-08 ABF-01 DRC-01 SP-03 /186 W

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P 191646Z SEP 74

FM AMEMBASSY OTTAWA

TO SECSTATE WASHDC PRIORITY 4522

C O N F I D E N T I A L SECTION 1 OF 2 OTTAWA 3016

E.O. 11652: GDS

TAGS: SNAR, CA

SUBJECT: REVIEW OF NARCOTICS COUNTRY ACTION PLAN

REF: STATE 171044; OTTAWA A-201 OF MARCH 25, 1972, AND TELECON
SCIATT/AMB VANCE, AUGUST 1974.

1. IN VIEW OF FACT THAT CANADIAN-AMERICAN COOPERATIVE PROGRAMS IN
THE AREA OF DRUG ABUSE HAVE NOT MADE USE OF SPECIAL FUNDING AND NO
SPECIFIC FUNDING REQUESTS ARE BEING MADE AT THIS TIME, PER REFTELECON

,
OUR REPLY TO DEPT'S REFTEL IS PROVIDED IN SIMPLE NARRATIVE FORM AND
HAS BEEN DELAYED IN ORDER TO INCLUDE COMMENTS BASED ON MEETINGS
HELD LATE IN AUGUST.

2. GOALS - THE GOALS OF CANADIAN-AMERICAN COOPERATIVE PROGRAMS
REMAIN BASICALLY THE SAME AS THOSE SET FORTH IN OTTAWA A-201, BUT
MAY,
FOR EASY REFERENCE, BE CONDENSED AND MODIFIED AS FOLLOWS:

A. ENFORCEMENT- EVERY EFFORT WILL BE MADE TO CONTINUE AND WHERE
POSSIBLE ENHANCE THE EXCELLENT COOPERATION WHICH HAS DEVELOPED
BETWEEN THE ROYAL CANADIAN MOUNTED POLICE (RCMP) AND OUR DRUG
ENFORCEMENT AGENCY (DEA).

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B. NON-ENFORCEMENT - EFFORTS WILL BE MADE TO ENHANCE COOPERATION BETWEEN THE NON-MEDICAL USE OF DRUGS DIRECTORATE (NMUDD) OF THE CANADIAN DEPARTMENT OF HEALTH AND WELFARE AND ITS COUNTER-PARTS IN THE UNITED STATES CONCERNED WITH DRUG AND ALCOHOL ABUSE (NATIONAL INSTITUTE OF DRUG ABUSE - NIDA, AND NATIONAL INSTITUTE OF ALCOHOL ABUSE AND ALCOHOLISM - NIAAA).

FYI: THE GOALS IMPLICIT UNDER RECOMMENDATIONS 3 AND 4 OF REPAIR ARE NO LONGER APPLICABLE BECAUSE (A) DEA-RCMP LIAISON IN CANADA IS NOW A WELL-ESTABLISHED AND SMOOTHLY FUNCTIONING REALITY, AND (B) THE MOVEMENT OF ILLICIT AMPHETAMINES IS NOW NO LONGER HEAVILY UNILATERAL IN DIRECTION. ILLICIT LABORATORIES ARE KNOWN TO OPERATE IN BOTH COUNTRIES AND THE SALE OF THEIR PRODUCTS IS NOW LARGELY A MATTER OF MARKET OPPORTUNITY.

3. DISCUSSION

A. ENFORCEMENT - CALENDAR YEARS 1973 AND 1974 HAVE SEEN A MARKED AND FAVORABLE INCREASE IN THE COOPERATION OF U.S. AND CANADIAN ENFORCEMENT AGENCIES. ALTHOUGH THIS INCREASE IN COOPERATION HAS EXTENDED OVER THE WHOLE RANGE OF ENFORCEMENT ACTIVITIES, IT HAS BEEN ESPECIALLY NOTABLE IN THE AREA OF SCIENTIFIC AND TECHNOLOGICAL SUPPORT FOR ENFORCEMENT ACTIVITIES. FROM THE CANADIAN POINT OF VIEW, THE LARGE MULTILATERAL MEETING IN PARIS IN FEBRUARY OF 1974 WAS PRODUCTIVE AND USEFUL BUT DID NOT REPEAT NOT PROVIDE A SUITABLE FORUM FOR COOPERATION AS EXTENSIVE AS THEY CONSIDERED DESIRABLE BETWEEN TWO COUNTRIES SUCH AS THE U.S. AND CANADA WHO HAVE A LONG HISTORY OF CLOSE COOPERATION IN THE ENFORCEMENT FIELD. AS A RESULT AND ON CANADIAN INITIATIVE, A BILATERAL REVIEW MEETING WAS SCHEDULED IN WASHINGTON IN MAY. THIS HAS BEEN FOLLOWED BY THREE WORKING-LEVEL MEETINGS, ONE DEALING WITH THE USE OF COMPUTERS IN CRIMINAL INTELLIGENCE, ONE DEALING WITH THE DESIGN OF TECHNICAL AID AND ONE IN CHEMISTRY. THE RESULTS OF ALL THREE OF THE WORKING-LEVEL MEETINGS HAVE BEEN MOST SATISFACTORY AND COOPERATION ON A PERSON-TO-PERSON BASIS NOW SEEMS TO BE WELL ESTABLISHED. WE CONFIDENTLY EXPECT THAT THIS COOPERATION WILL CONTINUE THROUGH THE COMING YEARS. DEA NOW HAS FOUR OFFICES IN CANADA LOCATED IN MONTREAL, OTTAWA, TORONTO, AND VANCOUVER WITH A TOTAL OF SEVEN AGENTS. IN EACH INSTANCE RAPPORT WITH THE LOCAL RCMP DRUG DIVISIONS CONTINUES TO BE EXCELLENT. SINCE THE LAST AMENDMENT

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TO THE COUNTRY ACTION PLAN FOR CANADA, TRENDS IN INTERNATIONAL TRAFFIC HAVE CHANGED. DURING THE PAST YEAR, THERE HAS BEEN A DEARTH OF EUROPEAN HEROIN ENTERING CANADA. THIS, IN ALL PROBABILITY, CAN BE ATTRIBUTED TO A COMBINATION OF CAUSES INCLUDING (A) INCREASED NARCOTIC ENFORCEMENT EFFORTS ON THE PART OF THE FRENCH, (B) THE TURKISH 1972 OPIUM PRODUCTION BAN, (C) INCREASED COOPERATION IN INTERNATIONAL ENFORCEMENT EFFORTS, AND (D) INCREASED ENFORCEMENT EFFORTS IN CANADA ITSELF. THERE HAS BEEN, HOWEVER, AN INCREASE IN

THE TRAFFIC IN SOUTHEAST ASIAN HEROIN COMING INTO BRITISH COLUMBIA. THE MOST NOTABLE CHANGE IN THE INTERNATIONAL DRUG TRAFFIC AFFECTING CANADA IS THE MARKED INCREASE IN COCAINE ENTERING MONTREAL AND TORONTO FROM SOUTH AMERICA. IN MOST INSTANCES, THE DRUG IS EARMARKED FOR THE UNITED STATES. THE SMUGGLING OF HASHISH INTO CANADA FROM EUROPE AND THE MIDDLE EAST HAS ALSO INCREASED NOTABLY. BOTH DEA AND THE RCMP HAVE HELD JOINT PLANNING SESSIONS IN THE UNITED STATES AND IN CANADA TO DISCUSS A COORDINATED APPROACH TO THE SOLUTION OF THIS PROBLEM. DURING RECENT MONTHS, SEVERAL CLANDESTINE METHAMPHETMAINE LABS HAVE BEEN SEIZED IN ONTARIO BY THE RCMP. THIS HAS AGAIN EMPHASIZED THAT THE "SPEED" TRAFFIC IS NO LONGER LARGELY UNIDIRECTIONAL BUT RATHER IS A MATTER OF "BUSINESS" OPPORTUNITY WITH THE PRODUCERS AND DISTRIBUTORS. DURING THE PAST YEAR, THERE HAVE BEEN SEVERAL OCCASIONS WHERE RCMP NARCOTIC OFFICERS HAVE MET WITH DEA AGENTS EITHER IN THE UNITED STATES OR IN CANADA TO DISCUSS ENFORCEMENT APPROACHES TO SPECIFIC TRAFFICKERS. THE SUCCESS OF THESE MEETINGS INDICATE THAT THE PRACTICE WILL CONTINUE. DURING THE LAST FEW MONTHS, THE RCMP HAS STATIONED NARCOTIC ENFORCEMENT LIAISON OFFICERS IN PARIS AND HONG KONG TO ASSIST IN THE EXCHANGE OF NARCOTIC INTELLIGENCE INFORMATION WITH THOSE COUNTRIES.

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FM AMEMBASSY OTTAWA

TO SECSTATE WASHDC PRIORITY 4523

C O N F I D E N T I A L SECTION 2 OF 2 OTTAWA 3016

B. NON-ENFORCEMENT - COOPERATION IN THIS AREA HAS BEEN IMPEDED SOMEWHAT BY REPEATED REORGANIZATIONS OF THE US EFFORT WHICH INTRODUCED SOME UNCERTAINTIES FROM TIME TO TIME. HOWEVER,

ON THE WHOLE, THIS ASPECT OF COOPERATION IN THE DRUG ABUSE FILED REMAINS ACTIVE AND PROGRESS HAS BEEN MADE. FOR EXAMPLE, MUDDDD HAS STATIONED A MEDICAL CLINICIAN AT THE ADDICTION RESEARCH CENTER OF NIDA IN LEXINGTON WITH AN ANTICIPATED POSTING OF APPROXIMATELY ONE YEAR. THERE HAS BEEN ONE EXCHANGE OF VISITS AIMED AT AVOIDING DUPLICATION IN RESEARCH EFFORTS AND THE DIRECTOR OF NIDA VISITED SENIOR CANADIAN OFFICIALS IN OTTAWA AND TORONTO DURING AUGUST OF THIS YEAR. PARTLY BECAUSE THIS ASPECT OF CANADIAN-AMERICAN COOPERATION HAS BEEN A SLOW STARTER, WE HAVE SOMEWHAT MORE SPECIFIC OPERATIONAL OBJECTIVES FOR THE COMING YEAR IN THIS AREA WHICH INCLUDE:

(1) FULL IMPLEMENTATION OF THE AGREEMENT TO EXCHANGE OBSERVERS ON GRANT COMMITTEES IN ORDER TO ASSURE TO THE EXTENT POSSIBLE (A) FULL EXCHANGE OF INFORMATION, (B) AVOIDANCE OF UNNECESSARY RESEARCH DUPLICATION, AND (C) COORDINATED RESEARCH PROGRAMS WHERE THESE ARE POSSIBLE;

(2) AN INCREASED WORKING-LEVEL EXCHANGE BETWEEN PROGRAMMATIC PERSONNEL IN NMUDD, NIDA, AND NIAAAA; AND
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(3) A GREATER AWARENESS AND CLOSER COODINATION OF CLINICAL RESULTS ON BOTH SIDES OF THE BORDER, INCLUDING SOME FORMALIZATION OF PROCEDURES FOR HANDLING METHADONE PATIENTS WHO ENGAGE IN CROSS-BORDER TRAVEL.

4. RECOMMENDATION:

A. BACKGROUND - THIS EMBASSY HAS BEEN PLEASE WITH THE RESPONSIVENESS OF DEA, NIDA AND NIAAAA TO THE OPPORTUNITIES THAT ARE AVAILABLE FOR COOPERATION WITH THEIR CANADIAN COUNTERPARTS. WITHIN THE LIMITS OF THE RESOURCES AVAILABLE TO OUR PROGRAM AGENCIES WE FIND IT DIFFICULT TO SEE HOW SIGNIFICANT IMPROVEMENTS COULD BE MADE. WITH ADDITIONAL RESOURCES, HOWEVER, MORE COULD BE DONE. IN THE CASE OF CANADA, WHICH IS ONE OF THE TWO LARGEST TRANS-SHIPMENT COUNTRIES OF DRUGS DESTINED FOR THE AMERICAN MARKET, IT WOULD APPEAR TO US THAT FROM A STRICTLY PRAGMATIC POINT OF VIEW, ESPECIALLY IN THE ENFORCEMENT AREA, OUR GOAL SHOULD BE NOTHING LESS THAN THE MAXIMUM POSSIBLE ACHIEVEMENT. IF THIS PRINCIPLE IS ACCEPTED, SPECIFIC SITUATIONS WHERE IMPROVEMENT MIGHT BE OBTAINED INCLUDE (A) THE PROVISION OF ADDITIONAL INTERNATIONAL TRAVEL FUNDS WHICH WOULD PERMIT OUR DRUG AND ALCOHOL ABUSE PERSONNEL TO ATTEND COOPERATIVE MEETINGS IN CANADA, AND (B) CAPITALIZING MORE FULLY ON THE POTENTIAL FOR JOINT ACTIVITIES BETWEEN THE RCMP AND DEA. ON THE BASIS OF PERFORMANCE TO DATE, WE HAVE REASON TO BELIEVE THAT IF THE

RESOURCES AVAILABLE TO DEA WERE INCREASED, THERE WOULD BE A CORRESPONDING AND APPROPRIATE INCREASE IN RCMP RESOURCES. IT IS, IN OUR VIEW, SOMEWHAT UNFORTUNATE THAT FUNDS AND RESOURCES ARE OFTEN MORE READILY AVAILABLE FOR COOPERATIVE PROGRAMS IN DEVELOPING COUNTRIES WHERE THE ACTUAL NET BENEFIT TO THE US IS SOMEWHAT SMALL, THAN FOR PROGRAMS WITH DEVELOPED COUNTRIES THAT ARE PREPARED TO CARRY THEIR SHARE OF THE BURDEN AND WHERE THE RETURN IS PROPORTIONATELY GREATER. THUS, OUR RECOMMENDATIONS TO THE DEPARTMENT THIS YEAR ARE MORE IN THE FORM OF A SUGGESTION THAT THE DEPT CONSULT WITH THE APPROPRIATE DOMESTIC PROGRAM AGENCIES TO (A) DETERMINE IF WITHIN THE TOTAL DRUG ABUSE PROGRAM PRIORITY SHOULD BE GIVEN TO TAPPING THE FULL POTENTIAL OF JOINT CANADIAN-AMERICAN ACTION, AND (B) IF THE ANSWER TO (A) ABOVE IS AFFIRMATIVE, CONFIDENTIAL

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EXPLORE WAY OF PROVIDING OUR DOMESTIC PROGRAM AGENCIES WITH THE ADDITIONAL RESOURCES THEY WOULD NEED TO ACCOMPLISH THIS.

B. SPECIFICS:

(1) THE SCIENTIFIC AND TECHNICAL DIVISION IN DEA HAS AVAILABLE TO IT IN THE SCIENCE SERVICES OF THE ROYAL CANADIAN MOUNTED POLICE A COOPERATIVE PARTNER WHOSE SCIENTIFIC AND TECHNICAL CAPABILITIES ARE EXCELLENT. IF OUR GOAL SHOULD BE THE MAXIMUM UTILIZATION OF THE OPPORTUNITY THUS AVAILABLE, THERE ARE AREAS WHICH COULD PROFIT BY THE APPLICATION OF GREATER RESOURCES. THESE ARE; (A) THE DEVELOPMENT OF A VERSATILE OPTIMAL COMPUTER-BASED CRIMINAL INTELLIGENCE SYSTEM - THE EXISTING RCMP AND DEA SYSTEMS ARE DIFFERENT AND THE RCMP HAS BEEN EXAMINING THE POSSIBILITY OF MAKING THE TWO SYSTEMS COMPATIBLE. AT THIS STAGE, IT IS UNCERTAIN WHETHER THIS IS POSSIBLE OR EVEN DESIRABLE, I.E., PERHAPS WITH EXISTING EQUIPMENT MORE VALUABLE OVERALL INFORMATION COULD BE OBTAINED FROM COMPLEMENTARY RATHER THAN FULLY COMPATIBLE SYSTEMS. (B) THE DEVELOPMENT OF NEW AND BETTER TECHNICAL AIDS WITH SPECIAL ATTENTION TO COMPATIBILITY OF CANADIAN AND AMERICAN EQUIPMENT - MUCH PROGRESS HAS BEEN MADE IN THIS AREA, BUT ESPECIALLY IN THE AREA OF COMPATIBILITY, PROBLEMS STILL ARISE, E.G., A CANADIAN AIR TRAFFIC CONTROLLER NOT RECOGNIZING A US COVERT TRANSPONDER AND THEREBY JEOPARDIZING AN INVESTIGATION. (C) DEVELOPMENT BETTER CHEMICAL AND PHYSICAL METHODS OF OBTAINING OPERATIONAL INTELLIGENCE DATA - IN THIS AREA COOPERATIVE ARRANGEMENTS ARE WELL IN HAND BUT THEIR IMPLEMENTATION SOMETIMES SUFFERS FROM SHORTAGES OF QUALIFIED MANPOWER BOTH IN CANADA AND THE US.

MORE WOULD BE POSSIBLE AND THE EFFECTIVENESS OF EXISTING

COOPERATION COULD BE IMPROVED IF, FOR EXAMPLE, THERE WERE SUFFICIENT MANPOWER AND FUNDS AVAILABLE TO PERMIT THE EXCHANGE OF LABORATORY PERSONNEL FROM TIME TO TIME AND TO IMPLEMENT A SYSTEM FOR CROSS-STANDARDIZING ANALYTICAL PROCEDURES.

(2) NIDA AND NIAAA HAVE BEEN PARTICULARLY DISADVANTAGED IN
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COOPERATING WITH THEIR CANADIAN COUNTERPARTS BY THE LIMITATION OF FUNDS FOR INTERNATIONAL TRAVEL. IT IS AT LEAST CURIOUS THAT THE APPLICABLE BUREAUCRATIC PROCEDURES PROVIDE ADEQUATE FUNDS FOR WASHINGTON-BASED PERSONNEL TO TRAVEL TO AND FROM EACH DISTANT LOCATIONS AS SAN FRANCISCO AND HONOLULU WHILE TRIPS TO AND FROM OTTAWA ARE OFTEN IMPOSSIBLE. SURELY, A SOLUTION TO THIS COULD BE WORKED OUT AND WHEN IT IS, WE CAN EXPECT NON-ENFORCEMENT COOPERATION TO INCREASE QUICKLY IN BOTH QUANTITY AND QUALITY.
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Message Attributes

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